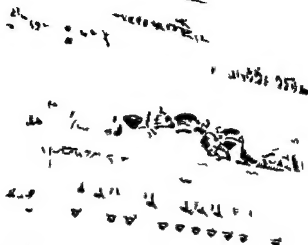




Indian States Today

NOVEMBER 1948

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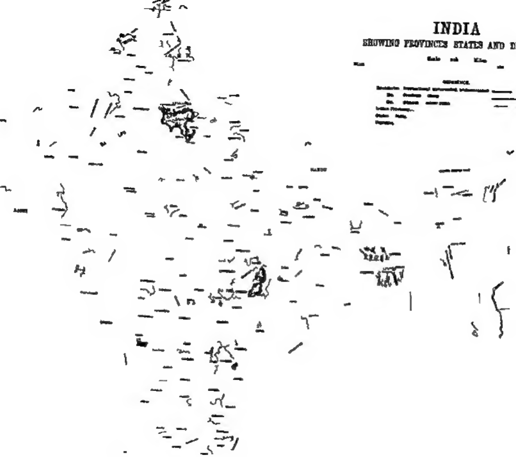
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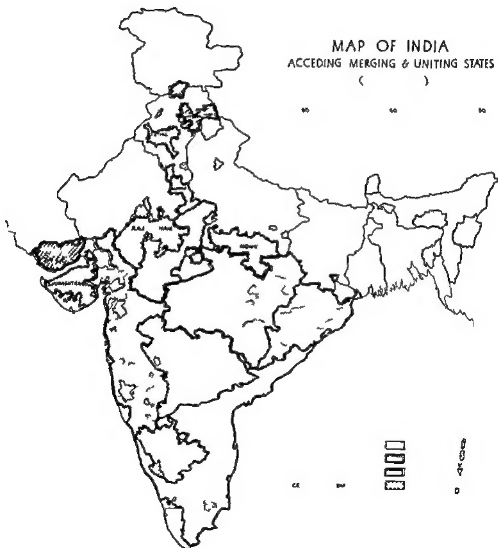
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INDIA
SHOWING PROVINCES STATES AND DISTRICTS


MAP OF INDIA
ACCEDING MERGING & UNITING STATES
( )



POSITION AND PROBLEMS

THIS COUNTRY ...

—SARDAR ...

On an average one out of four Indians lives in the States. A look at the map of India will show the close juxtaposition of the States and Indian territory. Kashmir lies in the extreme north and extends to the Pamirs on one side and to Tibet on the other and touches the Punjab on the Indian side. At the southern tip of the Peninsula are situated Travancore and Cochin. A little above lies Mysore. On the tableland of the Deccan stretches Hyderabad linking North India with the South. It is bounded by Madras, Bombay and the Central Provinces. In the east the disjointed states of what was called the Eastern States Agency are interspersed with Indian terri... In the west there are Baroda, Kathiawar and Gujerat ... the south west Kolhapur an... Spread over C... ...ore Gwalior Bh...



K I S

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They cover an area of 645 000 sq miles as against the 631 000 sq miles of the Provinces It is generally estimated that the States enjoying full powers and the non jurisdictional *talukas* and *thanas* together number 584 They vary widely in size population revenue and level of internal administration Their population is about 91 million while the population of the Indian Dominion is roughly 318 million Thus whereas the States occupy 50 5 of Indian territory their people comprise -3 8% of the Indian population

The States range from Hyderabad with a population of 16 1 million and an annual revenue of 100 million rupees to Bilbari with a population of -7 and an annual revenue of 80 rupees Of the 8 Kathiawar States excluding the nine richer States of Bhavanagar Cutch Dharangadhra Gondal Junagarh Morvi

Navangar and Porbandar 274 States had a total revenue of about 135 lakh of rupees This sum had to maintain 274 ruling families and was expected to run 274 separate semi independent administrations The total area of these 283 States is about 32 000 sq miles and their total population four million This provides the people of Kathiawar (excluding the larger states) with one separate state for every 25 square miles or every 500 heads of population

Furthermore if the revenues of some 171 of these smaller states are added up they amount to Rs 650 000 with an average of Rs 3 813 as the annual revenue for each state This meagre sum is supposed to meet the expenses of administration and other necessary functions of the state

Even before India became free there was a strong feeling in the country that these small states and estates were a relic of feudal days and ought to be abolished as separate political entities In a free India their separate existence was thought to be politically undesirable and economically impracticable There was no alternative for these tiny states and estates but to merge with the neighbouring areas

In 1931 Lord Irwin as Viceroy of India in a confidential memorandum urged the Princes to put their houses in order and maintain a certain minimum standard of administration In 1939 at the Ludhiana Session of the States Peoples Conference a resolution was passed recommending the merger of small States with adjacent provinces and the union of other States into one large administrative unit The resolution runs as follows

It is the considered opinion of the Conference that only those States which have a population exceeding two millions of souls or revenue exceeding five million rupees can maintain the standard of





administration necessary and suitable for being workable units for the purpose of uniting with the provinces in a scheme of a free and federated India and therefore all States not coming within the above category should be amalgamated either singly or by groups with the neighbouring provinces for the purpose of administration with suitable provisions for the reasonable rights and privileges of the rulers concerned and this Conference therefore requests the National Congress to appoint a Committee of Inquiry for the purpose of finding ways and means to facilitate such amalgamation

Later still Lord Linlithgow openly exhorted the Princes on the same lines and pressed the smaller States to pool their resources so as to discharge their obligations as modern States

In 1939 the Political Department issued a circular asking all States with an annual revenue of less than two millions to form regional confederations In reply to this the Princes submitted a memorandum in which they insisted that grouping of States should be voluntary and that no conditions or restrictions should be imposed regarding the maintenance of police forces or the administration of justice They were above all keen on maintaining unaltered the rights of the grouped states vis a vis each other

By far the most important development affecting the Princely Order took place in 1946 when a merger scheme was proposed by the Crown Representative





Lord Wavell under which smaller States were to be integrated with the neighbouring bigger ones with which they had geographical economic and political affinities The bigger States were apprised of the details of the scheme and so also the units to be attached These collectively covered an area of over 7 000 sq miles with a population of over 800 000 and an annual revenue of more than seven million rupees

The communique announcing this said

H E The Crown Representative has for a long period had under intensive review the perplexing political and administrative problems which arise from the existence in Western India and Gujerat though they are usually referred to as of literally hundreds of small units which emi jurisdictional or non jurisdictional estates or *talukas* do actually fall within the category of Indian States Owing to the slenderness of their individual resources and general aversion to neighbourly co-operation there has arisen in this part of India geographical administrative and economic fragmentation on a scale unknown anywhere else in the country In the great majority of these units the revenue which often has to be divided among numerous shareholders barely suffices for the private needs of the *talukdars* and shareholders and the amenities provided for their subjects under the supervision of the local political authoritie are therefore sadly circumscribed In short the survey of the Crown Representative has fully established that without some drastic simplification of existing arrangements any kind of co-ordinated development of country ide or any form of real is impossible



The communique also refers to the discussion of the problem in the period preceding the 1935 Act and says that the Maharaja of Baroda to whom many of the small units in Western India and Gujerat were tributary put forward proposals to bring these tributaries into closer relation with the Baroda State

Later a fresh approach to the problem was made on a wider basis with a view to affording the other larger states an opportunity of assuming similar responsibilities in respect of units which had geographical economic and political affinities with them

The states to which these small units were to be attached were required to admit the inhabitants of attached areas to the benefits of administrative amenities such as secondary and technical education and medical treatment on the same terms as their own subjects and to provide hospitals schools roads and othe amenities where these were beyond the capacity of the local resources

The ultimate test of fitness for the survival of any State in Lord Wavell's opinion was the capacity to secure the welfare of its subjects and he regarded the proposed merger of these small states as a suitable solution Experience had shown that the units with which he was concerned not only when unaided but even when grouped together as *thanas* or under the close supervision of Political Agents were unable to achieve the conditions of administrative efficiency which alone could justify the perpetuation of any form of hereditary rule

The assumption of direct responsibility for the necessary reforms by the Paramount Power was regarded by the Crown Representative as impracticable because geographical and other factors

precluded the absorption of these areas into British India and further because the Political Department was neither an administrative organization nor equipped with the requisite machinery and financial resources to look after the administration of these units Moreover the areas concerned were so scattered and fragmented as to make it impossible to bring them under unified central control These difficulties could in the Crown Representative's opinion only be overcome by the course on which he had decided delegation of responsibility to those who were in the best position to discharge it namely the bigger States of Western India and Gujerat

As it happened this grouping of the smaller with larger States proved unhappy and unsuccessful Not that such a plan of mergers and unions was not urgently needed or desired by the people but the way it was imposed on them proved irksome to both

In fact the All India States Peoples Conference reaffirmed its resolution of 1939 at Udaipur in 1946 and again at Gwalior in 1947 recommending the merger of small States with neighbouring larger ones or with adjacent provinces

Sardar Patel had thus the support both of the Congress and the States Peoples Conference for the scheme of mergers which he has put into effect after the transfer of power





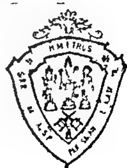





RAJKOT







FROM PARAMOUNTCY TO NATIONAL PARTNERSHIP

I ack ul dg tl e ly ɪ d uɪllɪ g l lp ɪ ɪcl the Rul h g me ɪ ɪ ɪ npl m ntɪ g tl policy of integr tion and d mocr tɪs t o ɪ Tl ɪn ol ed on tl ɪ p t onsid r ble sacrifice a ɪd self le ɪal Fo ll tl ɪ I am o t g tef ɪl

—Sardar Vallabh hai Patel

Taking charge of the States Department Sardar Patel reminded the rulers of the Indian States of the lesson of history that it was owing to India s politically frag mented condition and the consequent in ability of Indians to make a united stand that the country had succumbed to succes sive waves of invaders Our mutual conflicts said the Sardar and inter necine quarrels and jealousy have in the past been the cause of our downfall and of our falling victims to foreign domina tion a number of times He emphasized that India could not afford to fall into those errors and pitfalls again He main tained that despite the partition of India a fundamental homogeneity of culture and sentiments reinforced by the com pulsive logic of mutual interest would continu to govern us Much more would this be the case with that vast majority of the States which owing to their geographical contiguity and in dissoluble ties economic and cultural must continue to maintain relations of mutual friendship and co-operation with the rest of India The safety and pre servation of these States as well a



demand unity and mutual co-operation between the different parts

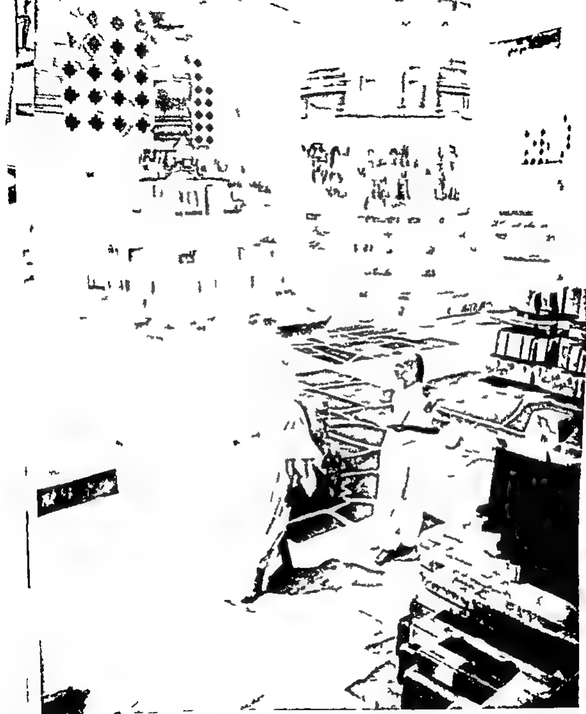
It would be most unfair to the States were the Government of India to leave them in the vacuum created by the withdrawal of British power Speaking in the Constituent Assembly (Legislative) on December 9 1947 the Deputy Prime Minister said I want again to make it clear that there is no intention on our part to assume paramountcy in any form or shape or to take the place of paramountcy Paramountcy is dead and gone and nobody laments or mourns it There is no reason however to think that because paramountcy has disappeared there is going to be no power in India The Government of India proposes to function as a government and will not leave a vacuum or anarchy in any part of India whatever happens That must be understood clearly because it is neither in the interests of the States nor of the States people nor of India

Earlier in a statement on July 5 1947 Sardar Patel had observed Now that the British rule is ending the demand has been made that the States should regain their independence In so far as British paramountcy embodied the submission of the States to foreign will I have every sympathy with this demand but I do not think it can be their desire to utilize this freedom from domination in a manner which is injurious to the common interest of India or which militates against the ultimate paramountcy of popular interests and welfare or which results in the abandonment of the mutually useful relationship that has developed between British India and the Indian States during the last century This has been amply demonstrated by the fact that a great majority of the Indian States have already come into the Constituent Assembly To those who have not done so I say that they should join now The States have already accepted the basic principles that for

defence foreign affairs and communications they would come into the Indian Union We ask no more of them than accession on these three subjects in which the common interests of the country are involved In other matters we would scrupulously respect their autonomou existence

This policy of Sardar Patel as head of the States Ministry was quite consistent with the avowed attitude of the Congres which had fought for over sixty years for the liberation of India It was pledged to liberate the Indian States as well a the Indian Provinces To clarify thi attitude Sadar Patel observed There appears a great deal of misunderstanding about the attitude of the Congress towards the States I should like to make it clear that it is not the desire of the Congress to interfere in any manner whatever with the domestic affairs of the States They are no enemies of the Princely Order but on the other hand wish them and their people under their aegis all prosperity contentment and happiness Nor would it be my policy to conduct th relations of the new department with the States in any manner which savours of the domination of the one over the other If there would be any domination it would be that of mutual interest and welfare We have no ulterior motive or selfish interests to serve Our common objective should be to understand each other s point of view and come to decisions acceptable to all and in the best interests of the country With this object I propose to explore the possibility of associating with the administration of the new department a Standing Committee representative of both the States and British India This





THE HOYSALA TEMPLE IN MYSORE



was a clear exposition of the policy of the Government towards the States

Most of the States themselves were not slow to realize the need for a new and rational relationship between them selves and the Indian Union They hoped as did the Indian Union that a new relationship would obviate the vacuum which otherwise would neces sarily arise on the lapse of paramountcy Even before the transfer of power took place on August 15 1947 some 400 States including Mysore Cochin Udai pur Jaipur Patiala Gwalior and Baroda had realized that they could not and should not exist in the dangerous void pompously called Sovereign Indepen dence and their Rulers had wisely decided to throw in their lot with the Indian Union They realized also that their ancient and traditional forms of government would have to be radically changed to meet the people s demand which had grown during the last fifteen years into a strong torrent threatening the existence of autocratic rule

Concluding his statement Sardar Patel said We are at a
stage n the history of Ir
endeavour we can
a new greatness v
expose us to f F

Indian States will bear in mind that the alternative to co-operation in the general interests is anarchy and chaos which will overwhelm great and small in a common ruin if we are unable to act together in the minimum of common tasks

It is significant that on the same day (July 5 1947) the Jam Saheb of Nawanagar expressed similar ideas when at a meeting of the Confederacy of Kathiawar States in Bombay he said We are Indians first and then princes Verily if India is free the Princes are free If India is safe the Princes are safe If India is prosperous the State are prosperous If India is honoured every unit is honoured But if India is threatened what hope have the States? If India goes under who survives?

The Rulers saw that the formula evolved by Sardar Vallabhbhai Patel for the accession of the states to India provided just the kind of relief they wanted while allowing them the substance of their ancestral privileges Free India had been born on August 15 1947 The Rulers of the states had the foresight to recognize the challenge which this event symbolized The States People s Movement had grown not only in numbers but also in consciousness As Dr Pattabhi Sitaramayya pointed out in his Presidential Address in 1947 at the Gwalior Session of the All India States Peoples Conference consciousness raises hopes and hopes inspire action The people the states had not only grown conscious of their political rights and of the disabilities under which they suffered but this consciousness had spurred them to action The Rulers could see that the dawn of freedom for India demanded a radical change in the government of their respective States

Many factors mainly the imperialist hold on India for a century and a half inevitably divided the country into two fragments British India and Indian India This division proved disastrous for the millions who by accident lived in the Indian States It was an irony that this backward part of India was called Indian India Therefore it was re

R y l i g St t f t f C t l l l



freshing to find more and more Rulers realizing that there was nothing derogatory or undignified in national partnership with free India In fact some of the rulers frankly admitted that under the shadow of British paramountcy they had been as good as slaves The truth is that sovereignty is vested in the ruler to defend the sovereignty of the people and to ensure liberty justice peace and progress for the toiling masses who alone make sovereignty possible as the earth



makes the majesty of the Himalayas possible Ultimately it is the people who count

Indeed the most significant evidence of the change from foreign paramountcy to national partnership may be seen in the various unions and mergers which have been effected with the full consent of the rulers and the people

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MERGERS IN PROVINCES

> *[illegible] doubt consider that one of the [illegible] integration of States into [illegible] integration externally [illegible] of democratic institutions in [illegible]*
>
> —Pandit Jawaharlal Nehru

It is not a new phenomenon in history nor a phenomenon peculiar to India that there are States of varying size and resources. Only a few centuries ago many small states existed in Europe. There were free cities, duchies, bishoprics, baronies and tiny principalities. In Central Europe these were grouped

together under the Holy Roman Empire As conditions changed the small size of the units became a hindrance to their political and economic progress The end of the Feudal Age led to the dis appearance of the Holy Roman Empire and to the emergence of the National States in Europe absorbing smaller units *In India however in most of* the States feudal conditions still prevail But these cannot continue any longer nor is it possible for small units to dis charge their functions and obligations properly

An illustration of the highly precarious situation of these small units was re cently afforded by the following incident On the 28th October 1947 the Govern ment of India received information from *the Orissa Government that the situation* in the neighbouring States in general was tense and that in Nilgiri in parti cular there was a general state of lawless





[illegible]

nes resulting in systematic looting of property riots and clashes between various sections of the people The trouble soon spread to the neighbouring District of Balasore The situation became so grave that the only property secure in the State was the palace of the Ruler and its immediate precincts which were heavily guarded The Ruler had the guards recruited from the Eastern State Joint Police Force as the State *Police wa completely ineffective* being unable and unwilling to suppre the disturbances The telegraphic and postal services had also ceased to function

On the 21st October the District Magistrate of Balasore contacted the Ruler who pleaded that the situation had gone beyond his control But because negotiations were going on between the Ruler and the Praja Mandal the Government of Orissa held their hand in the hope that affair would be settled satisfactorily But the situation suddenly took a turn for the worse on November 1 when a serious clash occurred in which fire arms were used and a number of persons killed On the same day elsewhere villages were looted and a number of house burnt down

It was impossible to wait any longer In order to save the State and the neighbouring areas in Orissa from anarchy and chaos it was decided that the Indian Government should intervene and restore law and order in the State The Government of India therefore requested the Orissa Government to ask the District Magistrate of Balasore to proceed to Nilgiri and take over the administration This was done on November 14 with the consent of the Ruler

A month later Sardar Vallabhbhai Patel issued a statement on the settlement with the Rulers of Orissa and Chattisgarh States regarding the integration of these State with the neighbouring provinces I feel that for a correct appreciation of this important event said Sardar Patel it is necessary for me to explain the background and the policy underlyin that settlement Democratization of the administration which has long been the keynote of Congress policy towards the States has become a pressing problem since August 15 The Princes themselves have in many cases begun to realize the spirit of the time and have *been gradually introducing* measures in

accord with that spirit The progress has been in some States slow in others it has been swift but everywhere it has been sure

He explained the conditions which clearly indicate the need for democratization It should be obviou he said to everyone however that even democracy and democratic institutions can function efficiently only where the unit to which these are applied can subsist in a fairly autonomous existence Where on account of smallnes of its size isolation of its situation the inseparable link with a neighbouring autonomous territory be it a Province or a bigger State in practically all economic matters of everyday life the inadequacy of resources to open up its economic potentialities th backv ardne of its people and the sheer incapacity to shoulder a self-contained administration a State is unable to afford a modern system of government both democratization and integration are clearly and unmistakably indicated

In the world of today where distances are fast shrinking and ma e are being gradually brought into contact with areas which have the latest admini trative amenit it impos ible to postpone any further the introduction of mea ures which would enable the people of th

M l b b l

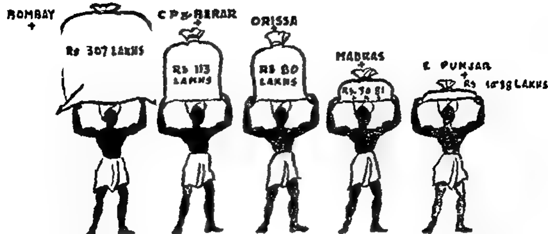


EAST PUNJAB



States to njoy the s me amenities of governm nt is the people of the neigh bourin, ir is Del y leads to discontent Discontent results in lawlessness Re pression m y for a time check the popular urge for reform but it can never suppress it Indeed said Sardar Patel in many of the States with which I had to hold discussions during the l st two days large scale unrest had lready *gripped the people in others the rum* blings of the storm were being heard In such circumstances after careful and anxious thought I came to the conclu sion that for smaller States of this type placed in circumst nces which I have described there was no alternative to integration and democratization I have always held to the belief that the future of the Princes lies in the service of their people and their country and not in the continued assertion of their autocracy In conformity with these ideas I felt that on release from an in creasingly onerous and awkward respon ibility but at the same time with their p r onal position and that of the rulin family safe uarded they would have opportunitie of service which have hitherto been denied to them and which m ny of them are enuinely longing for and genuinely anxious to secure and they would ceas to *be the targets of* continuou bitter attacks and ill will

Referring to the settlement and pay ing a tribute to the Rulers in general Sardar P tel s id I have no doub that it in the best interest ot the Rulers the people and the country at large I am particularly grateful to the Rulers of the States who showed a commendable appreciation of the realities of the situation and a benevolent regard



for public good. To all of them undoubtedly the decisions they have taken involved considerable sacrifice of powers and fortune. They have accepted this sacrifice cheerfully and voluntarily in the interests of their people and the country at large. I am sure their people will react favourably to this generous response to public interests.

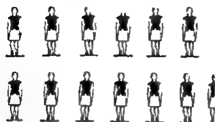
Throughout my discussions with the Rulers I was careful to emphasize that the solution which we suggested for the difficult problems with which we and they were equally faced was for them to accept or reject of their own free will. There was no compulsion save that of events and of the circumstances and peculiar problems of their States. I also told them that in offering this solution we were actuated by nothing but the friendliest disposition towards them and had nothing but the ultimate good of the princes and their people at heart. I also maintain that their voluntary surrender of most of the powers that they wielded so far would increase and not reduce the prestige that they have enjoyed and would create in the hearts of their people a place of lasting affection and regard which would redound to their glory. I am very glad that they all responded to these sentiments and would ask the people of these States to play their own part and to extend to each one of them unfailing cordiality and unstinted goodwill.

By their act of abnegation these Rulers have purchased in perpetuity their right to claim the devotion of their people. And indeed if the people of these States have any grievances in future they can only be against their own representatives and leaders and not against the princes. Referring to the part to be played by Government Sardar Patel observed: I am sure that very soon the Provincial Governments which would be acting for the Dominion Government in discharging administrative functions in these States will turn their thought and energies to ameliorating the condition of the people and to devising ways and means of associating representatives of States with the fashioning of administrative measure. He further added: Let them all realize the stakes involved: some 56 000 sq miles of territory with a population of about eight million, a gross revenue of about two crores and immense potentialities for the future. It is the indisputable right of the people in these territories to have modern amenities of government which should be the governing consideration in everything that we do for them. It will the duty of the peopl co

COMPARATIVE FIGURES OF POPULATION BY COMMUNITIES—

INDIAN UNION | **STATES**

HINDUS





MUSLIMS





TRIBES





1 FIGURE REPRESENTS 15 MILLION PEOPLE

help and co operate wholeheartedly with the respective provincial administrations in this process of unification and amelioration that they may derive the full benefit of this great achievement

Twentyfive States merged with Orissa* and fifteen with the Central Provinces In quick succession fourteen Deccan States and two hundred and eightynine Gujerat States decided to merge with Bombay Two South Indian States merged with Madras and three North Indian States with East Punjab

The total area population and revenue added to the Provinces as well as the names of merging States and a brief sketch of the more important ones are given below

* [illegible]



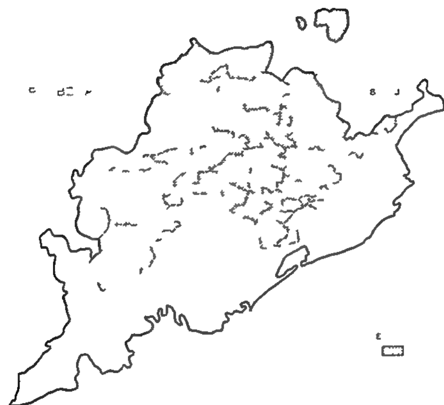
Merging States

Total Area	84,[illegible]4 sq miles
Population	12 018 million
Revenue	Rs 4 184 million



ORISSA

MILES



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ORISSA STATES

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ORISSA STATES—*Contd*

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CP AND BERAR STATES—*Contd*

BOMBAY



REFERENCES

GUJERAT STATES MERGED IN BOMBAY

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(hh t U l l C l B l 3	894 q m l 9 q m l	6 77 3	R 3 4 67 R) (6	Tl l g f m ly t l g th kl l Cl l R jp Cl d l t t f l l P t R l f P ll Cl p Tl S f d d l tly f th l ll f l t f 84 H l f th f m Cl l f P Tl St t f C l B d tt h d Cl l t U l p



FE TIVAL OF POTS

GUJERAT STATES MERGED IN BOMBAY—*Contd*

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J l	3 8 q m l	65 6	H	00(	[illegible]
I l	1 9 q l	3 8	R	00(0(	[illegible]
R jp j l	q l	19 3	R	00	[illegible]
S ch	19 q l	(3			[illegible]

GUJERAT STATES MERGED IN BOMBAY—*Contd*

N	A	I p l t	R	R m k
				[illegible]
S t	39(q m l	91 7	R 16	[illegible]
Id	6(9 (m l	3 7 ,8	R 000	[illegible]

GUJERAT STATES MERGED IN BOMBAY—*Contd*

N	[illegible]	[illegible]	R	R [illegible]
[illegible]	[illegible]	6 69		[illegible]
[illegible]	[illegible]	[illegible]	R 3 596	[illegible]
[illegible]	347 [illegible]	3		[illegible]
[illegible]	91 [illegible]	[illegible]	R [illegible]	[illegible]

GUJERAT STATES MERGED IN BOMBAY—*Contd*

N m	A	P p l t	R	R m k
S rol	9 5 q [illegible]	33 8 9		[illegible]
J b hod	43 q [illegible]			

DECCAN STATES MERGED IN BOMBAY

\ m	A	I t I	R	R m k
S d	93 q l		R 31 597	[illegible]
M ll l	9 q l	447	R [illegible]	
S gl	16 q l	98 38	R [illegible]	[illegible]
Bh	9 l l	56	R [illegible]	
Ak lk t	4 3 q m l	3 1 3	R [illegible] 00	
A ll	4 8 l l	9 3	R 18 00	
J kl l	q les	6	R [illegible]	
J l	9 q l	[illegible]	R [illegible]	
K l l (S)	q l		R 96	
K l l (J)	q l	46 [illegible]	R [illegible] 00	
M l (S)	3[illegible] q l	09 47	R 3 00	
M l (J)	91 q l	46 9	R	

DECCAN STATES MERGED IN BOMBAY—*Contd*

N e	A	I I l t	R	R m ks
I I alt n	39 q m l	4 2	R 7 00	
R md [illegible]	((q m l	4 4	R 9 000	
S	q m l	44	R 8 000	
W l E tate	q l	2 2	[illegible] 8 000	

MADRAS



I pul t on	483 00
R e	R 3081

MADRAS STATES

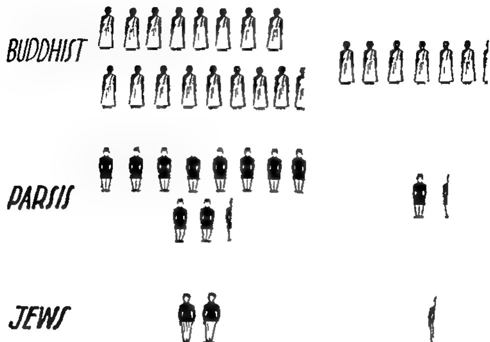
N me	A	I p l t	R	R k
P d k tt	8 q l	498 319	lll 6 ll	[illegible]
B g p ll	9 q m les	4 000	R 3 5 000	[illegible]

EAST PUNJAB STATES

N	A	I [l	R	R k
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P t l	3 q l		III 1 (oo	
D]	9 q lcs	q ll	R 4 6	

COMPARATIVE FIGURES OF POPULATION BY COMMUNITIES

INDIAN UNION | **STATES**



1 FIGURE REPRESENTS 10 THOUSAND PEOPLE

THE NEW UNIONS

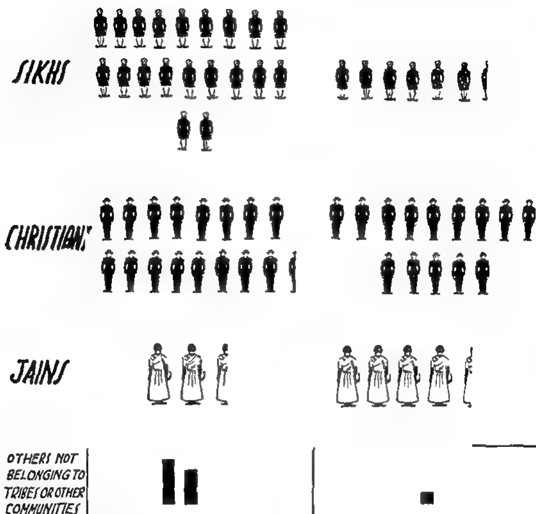
WE shall now start on the great voyage of independence with our country integrated and with the Princes and people united in their desire to work for the common good of their great Motherland

—SARDAR K. M. PANIKKAR

REVOLUTIONARY changes have taken place on the map of India since the lapse of paramountcy. Some States have merged with the neighbouring Provinces, others have joined together to form new unions. With the birth of independence in India *the desire for freedom grew stronger than* ever among the people of the States where the process of democratization had been much slower than in the rest of the country. While the large States were able to repress popular movements for some time, the smaller ones were unable even to maintain law and order.

The momentous developments which have been taking place in the States bringing them into line with the demo*cratic structure of free India* have followed one of the following three lines:

(1) In the larger States the demand for responsible government grew rapidly and was accepted by most rulers. Cochin



led the way and Travancore Mysore Kashmir and other important States soon followed in granting responsible government to the people

(2) In the vast majority of smaller States public opinion favoured merger with the adjoining provinces having regard to their geographical situation economic and cultural affinities

(3) Groups of other States decided to pool the r resources by forming new unions in which individual States lost their identity in larger and more self contained units

Just as the Eastern States set the commendable example of merger w province the Western Kathiawar led the way in forming a union



States Kathiawar was a jigsaw puzzle of differing jurisdictions There were thus 13 salute* States 107 semi jurisdictional States and 329 non jurisdictional States making a total of 449 units The administration was complicated by the fact that in many instances its jurisdiction was spread over widely separated areas The salute States of Nawanagar Gondal and Junagarh for instance had respectively 9 18 and 24 separate islands of territory Taken together these 449 units divided the map of Kathiawar into some 860 different areas

Since the jurisdiction changed every few miles no one was responsible for communications and therefore they were in a deplorable condition The export and import duties and the octroi charges levied by the different units rendered internal trade difficult This encouraged extensive smuggling and black marketing The administration of justice and maintenance of law and order were necessarily handicapped The economic development of the region with its great potentialities was hampered by its political fragmentation

This confusion was harmful both to the rulers and to the people The former Political Department attempted to solve the problem in its own way Smaller units were attached to larger ones but this attempt proved unsatisfactory The process of amalgamation came to an end with the lapse of paramountcy

On January 29 1948 in a statement on the consolidation of the States Sardar Patel said Since I took charge of the

[illegible]



[illegible]



States Department the unification of Kathiawar has been one of the major tasks to which I have devoted myself In the altered circumstances the Rulers of the Kathiawar States have fully recognised the difficulties in continuing the present system and I am glad to announce that it has now been possible to work out a scheme and get the agreement of the States to it by which the whole of the Kathiawar region will be integrated into a new State of Kathiawar as a single *bloc* of territory There will be no separate State or *thana* boundary and the whole area wll be served by one Government I have called you here to explain this but in the first place I must pay my tribute to the Rulers for their patriotic co-operation which made this task so easy of achievement

The new State of Kathiawar is known as the United States of Saurashtra There is a Presidium of Rulers consisting of five members to be chosen from the rulers of the covenanting States The Rulers of Nawanagar and Bhavnagar the two most important States in the region are members of the Presidium in their own right One member is elected from amongst themselves by the Rulers of the covenanting non salute States The other two members are elected by the members of the Council of Rulers consisting of the Rulers of the salute States other than Nawanagar and Bhavnagar

The Council of Rulers elects one member of the Presidium to be the President or the Rajpramukh and another to be the Vice President or Uparajpramukh of the Presidium The first elections have already taken place and the Jam Saheb of Nawanagar who played a notable part in bringing these negotiations to a successful conclusion has been elected Rajpramukh with the Maharaja of Bhavnagar* as Uparajpramukh The term of office of the Rajpramukh and the Uparajpramukh is five years

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Th M h J f Bh vn ga h en ly been pp d G m f M d





There will be a Council of Ministers to assist and advise the Rajpramukh

Besides providing for the summoning of a Constituent Assembly to draft a constitution for the State of Saurashtra the Covenant makes provision for the privy purse of the princes

Sardar Patel announced

The Privy Purse of the Rulers has been fixed and the amount shown against each is contained in schedule I to the Covenant This Covenant applie only to the Salute States and Non Salute States There are in addition a number of *talukas* and *thanas* which are administered by the Government of India through its Regional Commissioner in Kathiawar I have prepared a s parate Instrument for their si natures which we hope to complete by the end of January

In March 1948 the States of Bundelkhand and Baghelkhand united to form what is now called Vindhya Pradesh The Maharaja of Rewa is th Rajpramukh the Maharaja of Panna the Uparajpramukh Vindhya Pradesh consists of the thirty five States and Estates of Bundelkhand and Ba hel khand forming a single administrat and political unit

Throughout March 1948 the States Ministry was unusually active The Eastern Rajputana States signed the Covenant of Matsya Union This United State of Matsya was inaugurated by the Hon'ble Mr Gadgil in the absence of the Deputy Prime Minister In it the four States of Alwar Dholpur Bharatpur and Karauli have merged The Ruler of Dholpur is Rajpramukh and the Ruler of Alwar Uparajpramukh In a message sent on the occasion of the inauguration of the Matsya Union at Bharatpur the Deputy Prime Minister said I am gratified to learn that the rulers of Dholpur Alwar Bharatpur and Karauli have joined together to form a Union which can reasonably be expected to form a viable unit and have thus forged one more bond with their people of affection and goodwill I am sure their sense of public duty and spirit of sacrifice will be fully appreciated by their people On behalf of the Government of India I should like to express our gratefulness to them for their assistance and co operation in bringing about this beneficent achievement

To the people of the new State I should like to say how much I should have liked to be with them at this hour when new responsibilities and new opportunities are opening up before them They will now realise what tasks of government lie before them and what heavy obligations devolve on them

It is only a great sense of public duty a willingness to place service before self and people above personalities indefatigable labour in the public cause and incorruptible character and pure honesty of purpose that can enable *them adequately to discharge their* allotted tasks





Any failure in these essentials will expose them not only to public ridicule in their life time but to the shame of history and the odium of coming generations I hope and pray that the popular representatives will justify the confidence placed in them by the people and Rulers alike

History recorded one more important event on Ram Naumi Day (18th April 1948) when the Prime Minister of India inaugurated the Union of Rajasthan States at Udaipur The Maharanas of Udaipur have been the traditional leaders of Rajasthan and the present Ruler of Udaipur rightly took the lead in the unification of Rajputana—a cluster of ancient Rajput States The House of Mewar (Udaipur) is proud of its glorious past It has always held high the banner of freedom and His Highness the Maharana in his speech as Rajpramukh very appropriately observed that by taking the lead in the formation of the Rajasthan Union he had performed a *yajna* (sacrifice) as he had agreed to allow the most ancient political organism in India to merge in a United Rajasthan a State which would preserve the culture and traditions of its inhabitants The sacrifice of Mewar in building a United Rajasthan was in keeping with the glorious traditions of Maharana Pratap the bravest son of Rajasthan for whom no sacrifice was too great for the freedom of the mother land The Prime Minister swore in the Maharana of Udaipur as the first life

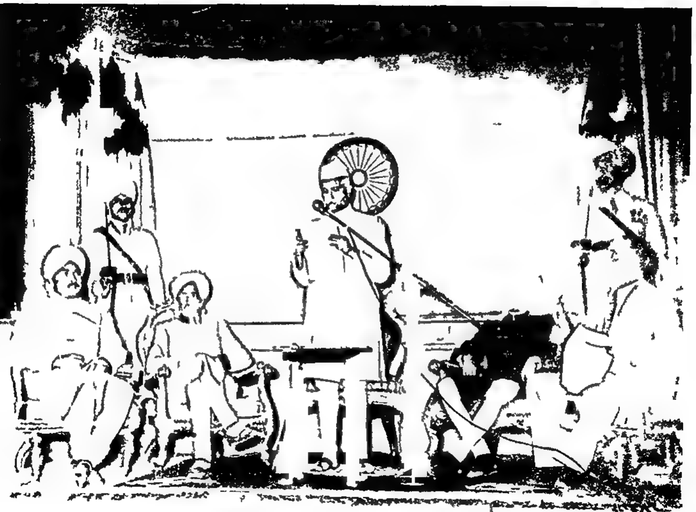


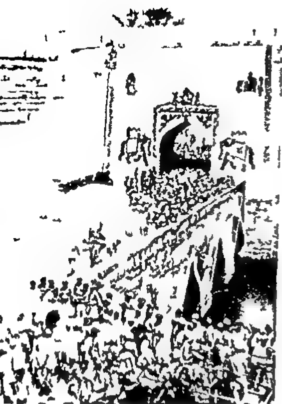


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Rajpramukh of the Union and the Rulers of Kotah Bundi and Dungarpur as Vice Presidents

Twenty four of the East Punjab Hill States including Chamba and Suket have formed a new centrally administered area to be called Himachal Pradesh The transfer of the territory of these States to the Dominion of India renders it possible for the Central Government to consolidate into a sizable administrative unit a large number of small hill





[illegible]

States which are incapable of surviving as separate units

The Government of India intend to appoint a Lieutenant Governor as soon as practicable subjec to the provisions of the Constitution of India to adminis ter this unit For the time being a Chief Commissioner has been appointed He has an Advisory Council consisting of three Rulers of the East Punjab States and a local legislature with such constitutions powers and functions as the Government of India may from time to time specify The Government of India will thu be able to take effective steps to ensure the development and advancement of Himachal Pradesh and secure at the same time the association of the people of these areas with their Government

In the middle of April another important Union covenant was signed Gwalior one of the four biggest States in India and Indore growing in indus trial importance joined with 20 smaller states to form the large and promising Union of Madhya Bharat The Ruler of Gwalior is Rajpramukh and the Ruler of Indore senior Uprajpramukh for life The capital of this Union will be at Gwalior in the winter at Indore in the summer The Rulers of Dhar and Kilchipur have been elected junior Uparajpramukhs to hold office for five years The Madhya Bharat Union covers a large area

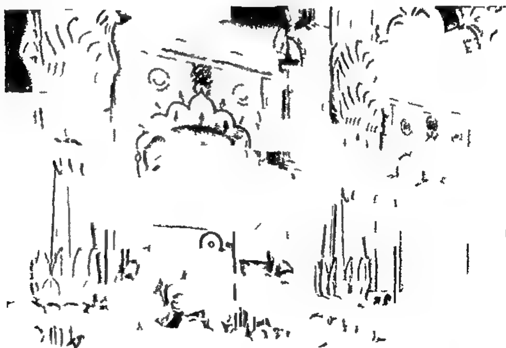
Soon afterwards seven East Punjab States united to form the Patiala and East Punjab States Union Patiala Kapurthala Jind Nabha Malerkotla Kal ia and Nalagarh signed the Cove nant of this Union The Deputy Prime Minister inaugurated the Union and paid a glowing tribute to the Maharaja of Patiala and to the martial traditions of the Sikhs The Maharaja of Patiala is Rajpramukh and the Maharaja of Kapurthala Uparajpramukh for life

In the first week of May 1948 the Maharao of Cutch entered into an agreement with the Government of India transferring the administration of the State to the Indian Government. Like Himachal Pradesh Cutch will be

a centrally administered area Its strategic position makes it necessary for the Central Government to take charge of its administration

These unions will strengthen the States economically give them a modern administration and help to preserve their historical and cultural traditions









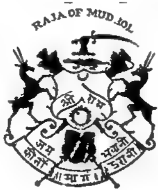








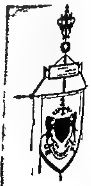



RAJA OF MUDHOL


AKALKOT




نصر من الله وفتح قريب
KURWAI STATE



SAURASHTRA





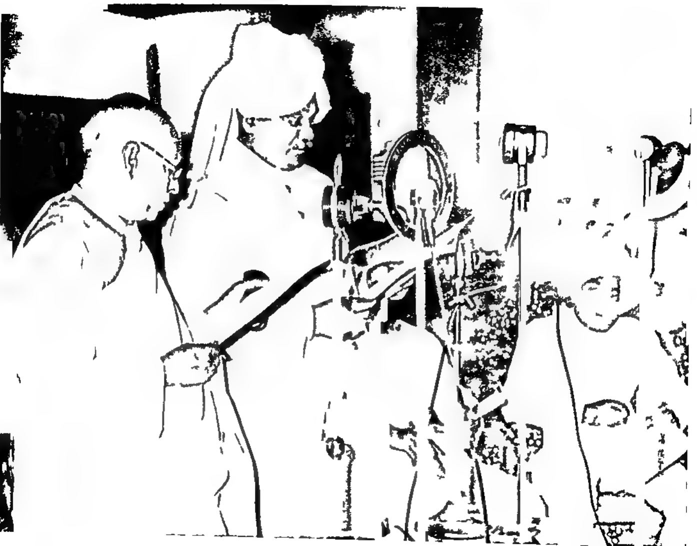


N	A	P p l t	I	Sq l f t	R k
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THE SAURASHTRA UNION—*Contd*

[illegible]	A[illegible]	[illegible]	R[illegible]	S[illegible]	R[illegible]
[illegible]	[illegible]	[illegible]		[illegible]	[illegible]



THE SAURASHTRA UNION—*Contd*

N m	A	P p l t	R	Spec l f t [illegible]	R m ks
G l l	[illegible]	[illegible]		[illegible]	[illegible] Colle[illegible] [illegible]
R jk t	[illegible]	[illegible]	R [illegible]	[illegible]	[illegible] R jk t [illegible]
W k					Tl p se t l f W k [illegible] ed cated t tl R [illegible] Coll Rajk t [illegible]

[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]		[illegible]	[illegible]

THE SAURASHTRA UNION—*Contd*

N m	A a	P p l t	R e	Sp l f t es	R m k
M rv	8 sq m l	4 6			
Dh l	83 q m l	33 6 7			
J f b d	53 q m l	3 83			
L ml l	334 q m l	44 4			
P l t	900 q l	6 43			
W dh m	42 q m l	9 5			
L kl t	47 sq m l	6 8			
S tla	2 q m les	35			
Cl d	8 sq m l	8 8			
V l	90 q m l	6 97			
J sd h	96 q l	37 (9			
A g (Th a D l)	7 q m l	8 48			
V d	90 q m l	6 8 8			
V p	66 q m l	8 591			
Lath	48 q l	8			
M l	33 q m l	(977			
B j	83 q m l	3 096			
M l	3 q m l	98			
K td S g	90 q m l	60			
J p	q m l	35 45			
B lkh	3 l m l	3 90			
P td	3) sq m les	3 47			
kl	47 sq l	899			

MATSYA

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MILES

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LWAR

BH RATPUR

JAIPUR

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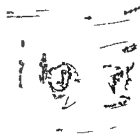
N m	A	P p l t n		Sp l f t	R k
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Bh tp	98 l	75 6 5	R 7 ll		[illegible]
Dh lj	73 q m l	86 90	6 8 m ll		[illegible]

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[illegible]	7 q m l	[illegible]		[illegible]	[illegible]

RAJASTHAN

Total Area	9 977 sq miles
Population	4 261 million
Revenue	Rs 31 66,



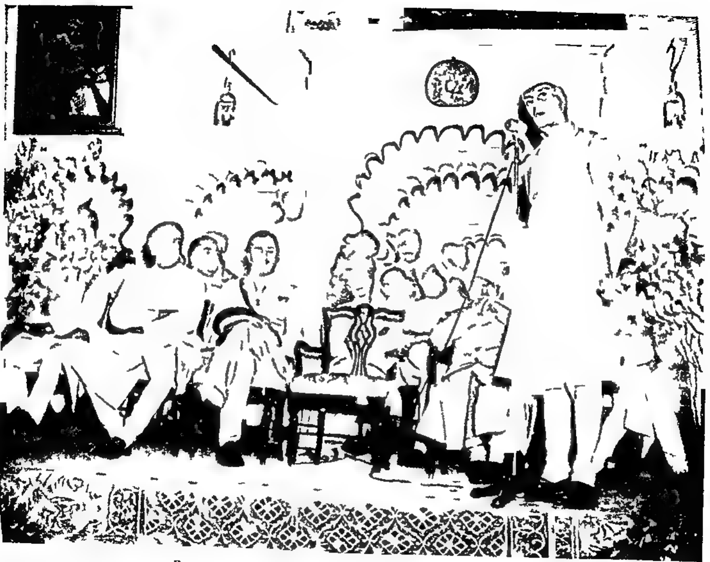


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STATI S OF RAJASTHAN—C

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THE UNITED STATES OF RAJASTHAN—*Contd*

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S C I RAJASTHAN

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THE UNITED STATES OF RAJASTHAN—*Contd*

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enough There were other factors at work —psychological and historical When Sardar Patel appealed to the Indian Princes he appealed not only as an Indian but also as a Congressman He was known to the people of the States as their champion and friend They knew that he was a disciple of Mahatma Gandhi who always told the Princes that they must be the first servants of their people if they desired to uphold their princely prerogatives The Rulers also knew that Sardar Patel a follower of Mahatma Gandhi believed that the Princes need not be removed They were capable of adapting themselves to the new conditions and securing a place of honour in the constitution of a free and democratic India The Rulers felt that Sardar Patel and through him the Indian Government were the only guardians of their legitimate interests rights and privileges

Further Sardar Patel succeeded because he was able to hold the balance between the Rulers and the ruled and assure them both that he would not sacrifice the interests of either He clearly saw the trend of the times The gulf was widening between the Rulers and the ruled He helped the Rulers to see the threat He offered to mediate in good time in every case and save the situation before it was too late without sacrificing the interests of the people or of the Princes

In a statement at the end of January 1948 Sardar Patel said Nobody could have visualised this transformation in the country six months ago Mr Menon will





tell you that a very senior officer of the Political Department told him just before the transfer of power that he was wasting his time over Accession and Standstill Agreement and that not one State will accept the Accession as proposed by the newly formed Ministry of States Those officers are still alive and must be wondering how the changes that have occurred since they left have really been brought about

While I give plenty of credit to the people for this bloodless revolution in nearly one third of the country I have nothing but praise for the manner in which the Rulers have co-operated with us and with the people in bringing about this development None is more conscious than myself that all this could not have been achieved but for their willing co operation and their intense patriotism which was latent but which has just blossomed forth in all its fullness with the acquisition of independence by the country

The freedom of India was one of the factors which made success possible Indians were no longer vassals to a foreign power How could the people of the States be vassals to any power Could their brothers be slaves while those in the rest of India were free? The States people were resolved to be free and they were willing to pay the price of freedom They were assured that the price they paid would not be wasted They had seen that after three score years and more their kith and kin had won their freedom in what was called British India

Sardar Patel was realistic enough to

recognize that the Rulers wanted their privileges and privy purses and that the ruled wanted their rights and civil liberties He reconciled their interests in such a manner that both the Rulers and the ruled obtained the substance of what they wanted and were prepared to compromise where necessary Let us not forget what Mahatma Gandhi said I would like the States to grant autonomy to their subjects and would like the Princes to regard themselves as and be in fact trustees for the people over whom they rule drawing for themselves only a small and definite percentage of the income Therefore the only way in which the Princes can live in a free India is for them now to recognize the time spirit bow to it and act accordingly

The process of consolidation has reduced the number of States from five hundred and eighty four to thirty Among these thirty there are a number of major States which have acceded to the Indian Union but are unaffected by the movement for mergence The Government of India has assured them that they will be treated as separate units In regard to them the Government of India's policy is clear and unequivocal There is no desire on our part in any way to compel or coerce them into merger or integration If they wish to remain as separate autonomous units we would have no objection but if the Ruler and the people of any of these State desire to merge with the neighbouring Province or form a union with the neigh



bouring States on a voluntary basis obviously the Government of India can not say No

Now that the consolidation of the States is a fact the new Unions and enlarged Provinces as well as the major States which have neither merged nor united must justify the hopes implicit in this process The Government of the new integrated units as well as those of the older ones must now help their people to outgrow narrow local affiliations and take their place as citizens of the larger units and of the country of which all the units are an integral part The success of the integration of States will be measured in terms of the integration of the political consciousnes of the people and the emergence of a national outlook which sets loyalty to the nation above everything else



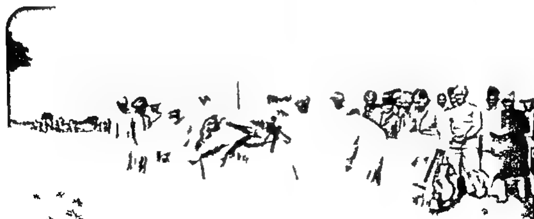
CONSOLIDATION

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—Lord Mou b tt

In the ı st week of March 1948 the Prime Ministe Pandit Jawaharlal Nehru ı anrouncing the setting up of a popular Government in Kashmir with Sheikh Mohammad Abdullah as Premier paid tl country s grateful tribute to Sard Patel He said that the biggest m ement today was that of integration It was most commendable that under the influence of the Deputy Prime Minister many Indian States were merg ing with neighbouring Provinces or uniting with other States to form larger units The House loudly cheered as the Prime Minister referred to the grand achievement of Sardar Patel the blood less revolution consolidation and democratization of Indian States The histo rian of the future will undoubtedly assess this process of integration as a great triumph of statesmanship of which India might well be proud

Twenty years ago the authors of the





Butler Committee Report looked upon the problem of the Indian States as one of holding together British India and Indian India They admitted that geographically India is one and indivisible but they maintained that politically there are two Indias British India governed by the Crown according to the statutes of Parliament and enactments of the Indian Legislature and the Indian States under the suzerainty of the Crown and still for the most part under the personal rule of the Princes The problem of the States as the Congress saw it was to bring about a consciousness among all political parties in India that all Indians whether resident in British India or the Indian States belonged to India and were heirs to one common heritage and owed loyalty to the common motherland

The Congress saw clearly that there were two factors which kept the Indian States artificially separated from the rest of India First the Indian States had







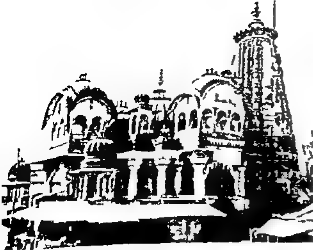
not been formally annexed by the British Government as the Provinces had been Secondly the States maintained the tradi tional monarchical form of Government while the Provinces were ruled by British governors

Thus the Congress through its own ities and those of the States People s rence, enabled the people of India alize that the pink patches repre the Provinces and the yellow representing the States on the Mot al er the fact that the terri in th Indian States were inter woven with those of the Provinces Even where the map showed solid patches of yellow or pink there were pink enclaves in the yellow and yellow enclaves in the pink The main communications essen tial to the welfare of the whole country passed through the Indian States The Provinces and States were interrelated by economic interests Strong ties of culture race and sentiment bound the people of the States and of the Provinces together

It came to be realized that the exist ence of innumerable small units led to

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wastage and inefficiency These units spending large sums of money on Government institutions failed to maintain efficient standards of administration or to provide efficient services As Sardar Patel has pointed out on several occasions the integration of these small units will now enable them to pool their resources for the provision of adequate administrative services over reasonably large areas for the general benefit of the people The united resources will also provide adequate social services and modern amenities to the people of the larger groups which were previously beyond the resources of the separate units Any kind of co-ordinated development the opening of economic potentialities or any form of real progress was scarcely possible in the fragmented and scattered condition of the States But now the integration of States makes this co-ordinated development possible Besides in the new set up there can be no room for any feudal conventions such as special privileges of the upper classes immunity from taxation judicial and quasi judicial privileges and trade monopolies

Besides the integration of the States has brought about the complete transformation of their inne structure On the lapse of British Paran ountcy there were only a few States which had representative institutions that oft n camouflaged autocratic rule Near / every State has now announced its inte on to grant full responsible Government nd in most of them power has already been transferred to the people

How was this bloodless revolution consolidation and democratization of Indian States brought about

By producing an Instrument of Accession which disarmed suspicion in all quarters the whole problem was reduced to a reasonable and practicable minimum This by itself would not have been







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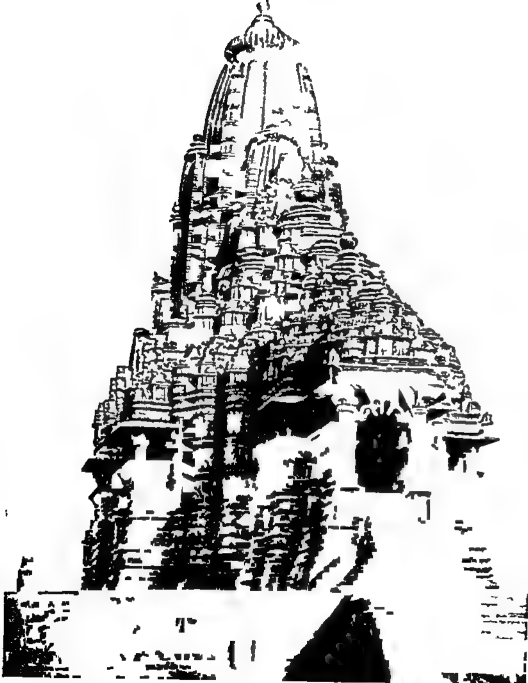
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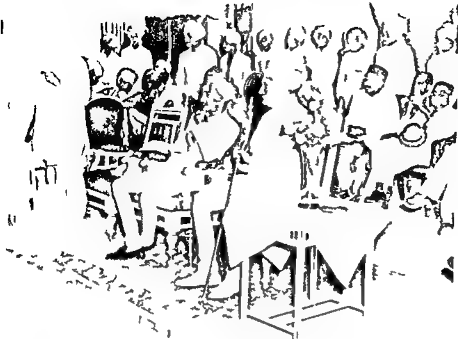
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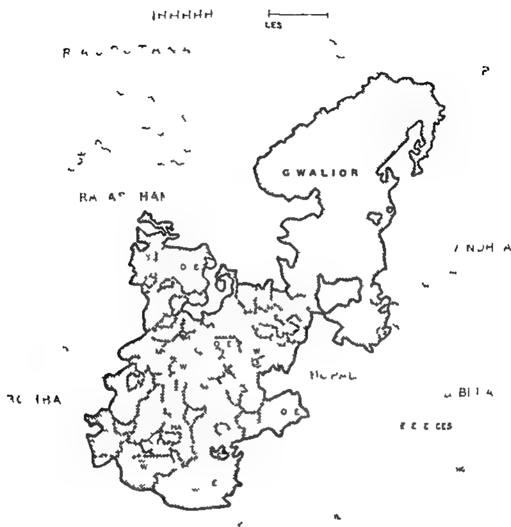
THE KANDARIYA TEMPLE

THE UNITED STATES OF VINDHYA PRADESH—*Contd*

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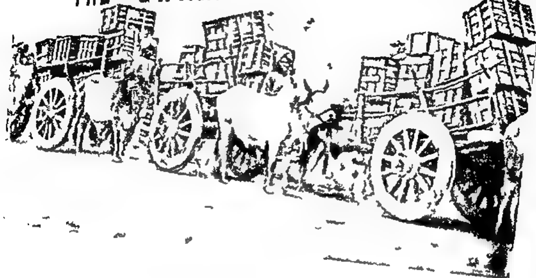
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PATIALA & E P STATES UNION

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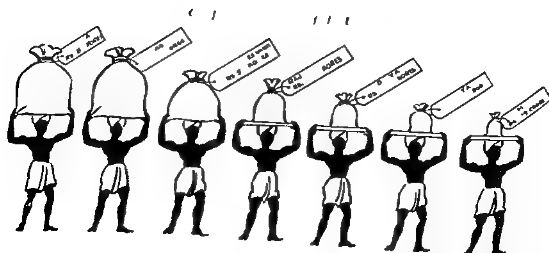




THE PATIALA AND EAST PUNJAB STATES UNION—

THE PATIALA AND EAST PUNJAB STATES UNION—*Contd*

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MALWA



SAURASHTRA



HUNGARY



RAJASTHAN



EIRE



VINDHYA



DENMARK



HIMACHAL



SWITZERLAND



E P STATE UNION



BRITISH HONDURAS



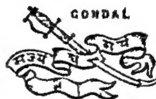


FIJI ISLANDS





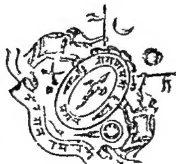






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